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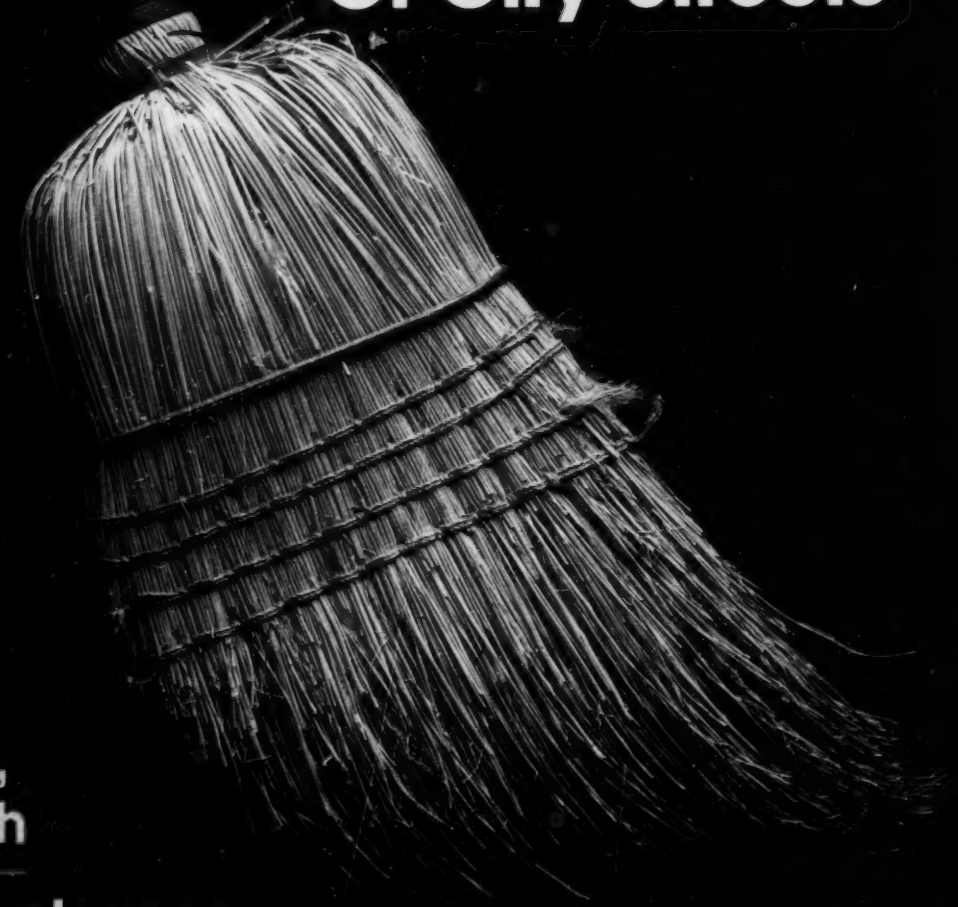
APRIL 1988

AMERICAN CITY & COUNTY

Snow Conference: Planning Now For Next Winter

A Clean Sweep Of City Streets



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High Tech, High Touch

Testing Employees For Substance Abuse

AMERICAN CITY & COUNTY®

April 1988 Vol. 103, No. 4

PUBLIC WORKS — **32** **Council Grades the Infrastructure**
America's public works are inadequate and will require a 100-percent increase in government and private-sector spending within the next 10 years.

COVER STORY — **36** **The Evolution of Street Sweeping**
The street-sweeping industry has prospered throughout the 20th century, now providing cities and counties with the latest equipment to keep their thoroughfares clean. ☐ **38** Newark Gets Tough To Clean Streets ☐ **40** Erosion-Control Mesh Anchors Vegetation

SUBSTANCE ABUSE — **46** **Combatting the Problem**
Drug testing, often called "chemical McCarthyism" by opponents, and other programs are being used in the fight against substance abuse among municipal employees. ☐ **48** Implementing a Fair Testing Program ☐ **52** Drug Testing in the Public Sector ☐ **54** Drug Testing Requires Political Will

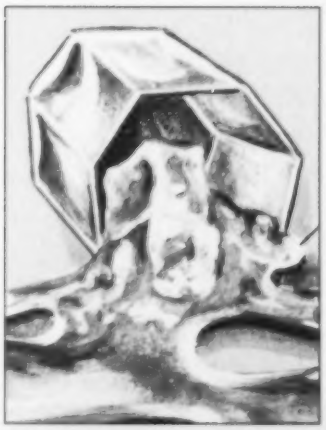
SNOW REMOVAL — **56** **Creative Solutions To Snow Control**
Changes in weather and traffic patterns, public expectations, budgets, technologies and new development can affect snow-removal operations. ☐ **58** Hampton Township Expands Salt-Storage Capability ☐ **62** Marathon County Equips Graders for Snow Plowing ☐ **64** Chicago Modernizes Snow-Control Effort

OFFICE AUTOMATION — **66** **High Tech, High Touch**
An onslaught of new technology in the office environment has opened the door for easy-to-use computerization. ☐ **68** Recreation Center Streamlines Registration ☐ **70** New Reprographics Help Old Massachusetts Registry ☐ **72** Jacksonville Power Park Adds Realtime Function ☐ **74** Cape Coral, Fla., Tracks Water Trends By Computer

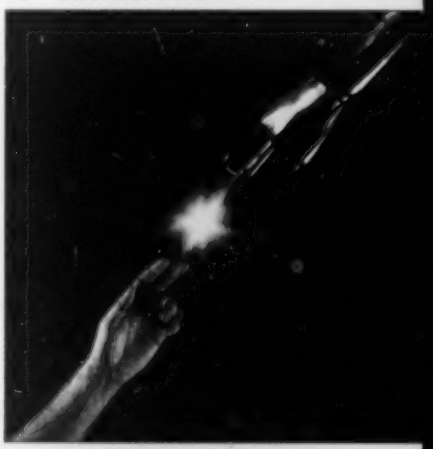
BUILDINGS — **76** **Maintenance Digest**
Energy programs, new construction and restoration highlight building maintenance activity. ☐ **76** Booming Gwinnett County Builds Government Center ☐ **76** Philadelphia Project Slashes Energy Costs ☐ **78** Melrose To Restore Historic City Hall ☐ **78** Highway Department Adopts Energy-Saving Plan ☐ **78** Product Focus: Buildings

SPECIAL REPORT — **85** **NLC Task Force Issues Priorities**
Education, drug abuse, poverty, jobs, infrastructure and the federal/local partnership are concerns the National League of Cities wants addressed by presidential candidates.

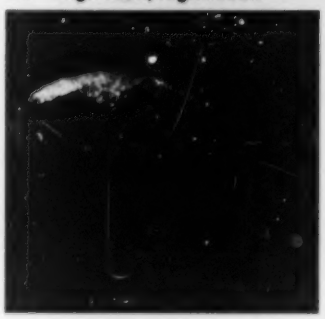
Cover photography by Reggie Parker/Images Unlimited, Atlanta



46 Substance Abuse



66 High Tech, High Touch



56 Snow Control

DEPARTMENTS

4 Editor's View
6 Calendar
12 Inside Washington
14 Financial Management
16 Resource Recovery
20 Office Automation
22 Across America
81 Catalogs & Brochures
88 Services & Contracts
89 Newsmakers
90 The Buyer's Index
92 Product Review
93 Professional Services
96 Classified
100 Municipal Index

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Is Testing Appropriate?

Just how accurate are drug tests? Should local governments rely on such tests when considering job applicants or identifying problems among current workers? Are there legal rights being abrogated? Are the tests reliable? And what do they really indicate — addiction to a particular drug or an occasional use? Do the tests inform the governing body whether the individual's productivity is lessened? Whether that person is a liability risk? Does drug testing open the doors for alcohol testing — a far more extensive problem in American society today?

These and other questions are at the core of the substance-abuse dilemma discussed in this month's concluding episode on drug and alcohol use among local-government employees. In an exclusive national telephone survey, *American City & County* editors asked 100 local administrators about the depth and nature of the substance-abuse problem among their work forces. The conclusion: City and county governments generally are experiencing the same difficulties as American business.

One in four local governments reported in the survey they test job applicants; 42 percent of the communities polled have programs in place designed specifically to deal with substance-abuse problems. Those programs and the legal ramifications of drug testing are the focus of this month's report.

The controversial nature of drug testing has some public officials hesitant to become involved in such efforts. In fact, some medical researchers call current drug-testing practices "chemical McCarthyism." Civil libertarians also question such tests, saying the only value is to provide employers with "a window into the private lives of their employees."

The legality of these tests is being challenged, with a recent ruling by a federal appellate court in San Francisco blocking the testing of federal railway workers after an accident, without other evidence of drug or alcohol use. And medical authorities are citing the tests' limitations.

A drug-testing expert with the congressional Office of Technology Assessment says a federal survey of 50 major laboratories shows a significant error rate. "Even when the test itself is accurate, the lab that does it may not be," he said.

According to an American Medical Association panel, drug testing gives no "indication of the pattern or frequency of drug use — or even when the last time the drug was used." The editor of the group's publication, himself a pathologist, calls the tests irrelevant for determining if workers use drugs on the job or whether their work is impaired.

The problem is as monumental for city and county governments as it is for the private sector. Testing is controversial, and perhaps unconstitutional. Testing reliability is unproven. Yet few would argue that an employee with a drug or alcohol problem is trouble waiting to happen. As outlined in this month's special report, many local governments are turning to education and counseling as a low-cost and relatively effective way to help their employees deal with their problem. Given the litigious atmosphere surrounding local government today, that may be the safest route to take. With constitutional questions still in doubt and unreliable testing procedures still too prevalent, counseling and education may be the most effective way to deal with the problem.

QUOTE OF THE MONTH: During this year's legislative session, Georgia state legislators considered an "open government" bill that has garnered the support of nearly everyone in and out of government. Special interests call it a good idea, but then cite exceptions where closed meetings are needed in certain situations. Legislators, fully behind the bill verbally, have attached a number of amendments, saying the bill as written would make it impossible for government to operate.

One legislator said there is "no debate" that everyone is for open government. After his subcommittee held an open hearing on the bill, however, he said, "I see no way that anyone can intelligently sit down and discuss legislation like this and have it in the open. You can't be free to think if somebody is there."

Quite a unique stance — a closed meeting to discuss an open-government bill. Incidentally, Florida and Tennessee have open-government legislation on the books and appear to have little difficulty in governing. □

— Ken Anderberg

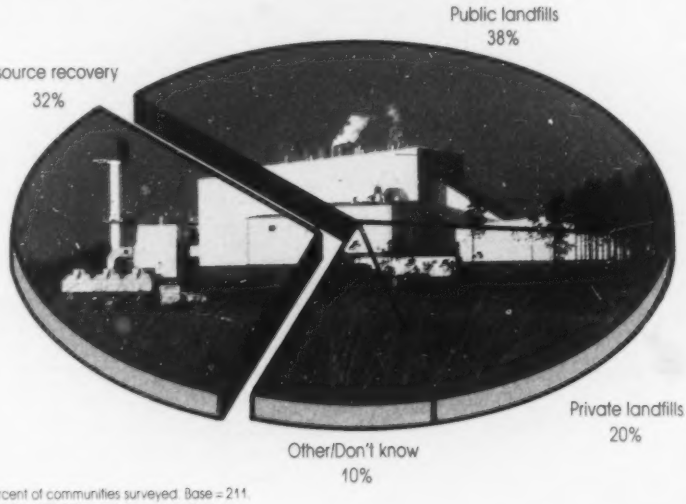
Lancaster County Bids 20% Lower

Two of the three bids for the design, construction and operation of the Lancaster County, Pa., Solid Waste Authority's 1,200-ton-per-day waste-to-energy incinerator were 20 percent lower than estimated.

The bidding was performed under strict Pennsylvania bidding laws, requiring all negotiations be made prior to bidding. As a result, competing firms had time for bid preparation. Issues covered in the bids included incinerator-construction costs, guaranteed annual electrical-production levels, annual operating charges, and a guaranteed lime-consumption rate.

The county's engineering consultant, Camp Dresser & McKee, Boston, wrote the request for proposal. Odgen Martin Systems, Fairfield, N.J., was awarded the contract. The authority plans to have the plant operational by 1991.

How will you solve future trash-disposal needs?



*Percent of communities surveyed. Base = 211.
SOURCE: AC&C Survey of Issues and Trends

Companies Sign Teaming Agreement

Swedish combustion-equipment manufacturer Gotaverken Energy Systems, with U.S. headquarters in Charlotte, N.C., has announced a formal teaming agreement with National Ecology, Timonium, Md.

The cooperative agreement, which will unite the two corporations on a series of select, waste-to-energy projects, combines Gotaverken's circulating fluidized-bed technology with National Ecology's refuse-derived-fuel processing-system concept.

The companies will apply their first effort to an 850-tpd resource-recovery facility in Erie, Pa., which is scheduled for start-up in 1990. The facility will use two Gotaverken boilers, each capable of producing 11,000 pounds of steam per hour, with National Ecology's front-line, refuse-processing and materials-recovery equipment and procedures.

Maine Adopts Recycling Plan

Maine has adopted a new recycling plan developed by KTI Energy, Portland, Maine, that will encourage communities to separate and recycle non-combustible materials.

According to company president Gerald Kuhr, KTI will make recycling more profitable by paying cities and counties to remove and recycle glass bottles and jars, cans and batteries from their waste stream before delivery to the two resource-recovery plants developed by the company.

For each pound of recycled materials, that municipality's tipping fee will be credited and the community's minimum waste-delivery commitment will be reduced by the amount recycled.

"Municipal waste-disposal costs will be reduced as a result," Kuhr says. "Communities will receive more money for material they recycle and the more that is recycled, the less the community has to pay for waste disposal."

Dade County, Fla., Agreement Reached

Final agreement for operating the world's largest resource-recovery facility has been reached between Montenay Power Corp. and Dade County, Fla. County commissioners have ratified the 15-year contract, which calls for Montenay to invest $45 million to refurbish the plant and restore it to its original capacity of 920,000 tons of solid waste per year.

This arrangement allows Dade County to maintain its disposal fee at $27 per ton. The county will pay Montenay $22 per ton of refuse processed. The two will split revenues from electricity produced at the plant and sold to Florida Power & Light, while Montenay will retain revenues from the sale of ash, minerals and other recycled materials.

Montenay Power Corp. is part of Montenay, S.A., a subsidiary of Compagnie Generale des Eaux of France.

Method Developed To Eliminate Dioxins

A new way of eliminating toxic dioxin formation during the incineration of urban waste has been developed by three Canadian professors and a West German colleague.

Frank Karasek, Leslie Dickson and K.P. Naiwadie of the University of Waterloo, along with Otto Hutzinger of the University of Bayreuth in West Germany, have concluded dioxin formation can be prevented by introducing an inhibitor at an appropriate point in the incineration. A patent is pending on the method, and international licensing agreements may be forthcoming.

BRIEFS

York, Pa.: Site preparation is complete and concrete foundation work is set to begin at the $91.2-million York County waste-to-energy facility. Westinghouse Electric, Pittsburgh, will design, build and operate the plant. The facility will be capable of burning up to 1,344 tons of garbage each day to fuel a 35-megawatt power plant.

Oahu, Hawaii: Ground has been broken for a $4.3-million electricity-generating project at the Kapaa Sanitary Landfill. The 85-acre site, owned by the City and County of Honolulu and the H.L.K. Castle Trust, will generate enough gas to provide 3,330 kilowatts of electricity. □

manufactured by Reemay, Old Hickory, Tenn. The root-control fabric contains pellets that release the herbicide slowly until it forms a root-inhibition zone about 2 inches wide in the soil.

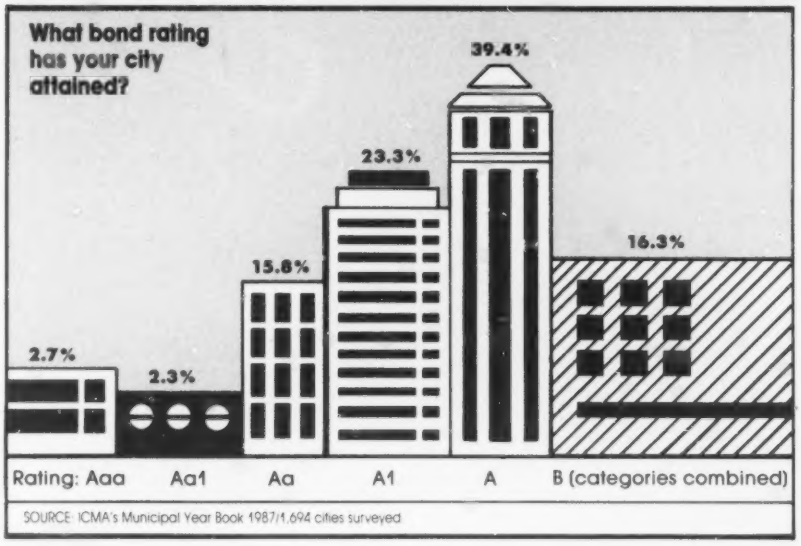
In Sunnyvale, a strip of the 18-inch-wide fabric was installed. A pair of sealed glass tubes was inserted on either side of the fabric so a miniature camera can be lowered to see how roots react to the material. City officials expect to be able to see the fabric's effect on roots within a few months. The fabric was engineered to remain effective for up to 30 years.

Indian Hills Wins Wastewater Award

Based on performance, process optimization and years of service, the Indian Hills Water Reclamation Plant in Riverside County, Calif., was named 1987 plant of the year by Zimpro/Passavant, Rothschild, Wis.

The Indian Hills facility is designed to treat 0.8 million gallons a day and is operated by the Jurupa Community Services District. The seven-year-old plant has achieved nitrogen removal of 93 percent on average, and turbidity removals of 80 to 85 percent. This performance also earned the plant an award from the U.S. Environmental Protection Agency.

SURVEY SPOTLIGHT



Runners-up in the competition, which is open to plants using company equipment for sludge processing or wastewater cleanup, were: the Rensselaer County Sewer District No. 1, Troy, N.Y.; the Libertyville (Ill.) Wastewater Treatment Plant; the South Coast County Water District, South Laguna, Calif.; and the Township of Chatham (N.J.)/Chatham Glen/System 2.

Anchorage, Alaska: The first high-density, polyethylene-lined municipal landfill in the state has been completed in Anchorage by Gundle Lining Systems, Houston. Using 80-mil Gundline HD liner and the company's extrusion-welding system, the project was constructed with 400-foot-high, 2-by-1 slopes. The landfill will accept waste for approximately two years. □

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Combatting The Problem

Drug testing, often called "chemical McCarthyism" by opponents, and other programs are being used in the fight against substance abuse among municipal employees.

By Tim Darnell, Assistant Editor

Second in a two-part series

Nestled in the far corner of a professional office park, the HCA Palmyra Medical Center in Albany, Ga., presents a quiet, peaceful and non-threatening appearance to the outside world. That is by design. But the problems the center's personnel deal with on a daily basis do represent a threat — to the nation's municipal work force.

Albany, a small (population 79,394) urban area located in a traditionally conservative and rural portion of the Southeast, last month officially implemented an Alcohol and Controlled Substance Policy and Procedural Guide. Palmyra, which provides counseling and treatment for city employees with a drug- or alcohol-abuse problem, held a series of extensive training classes for city supervisors and department heads for nine months before the policy was implemented.

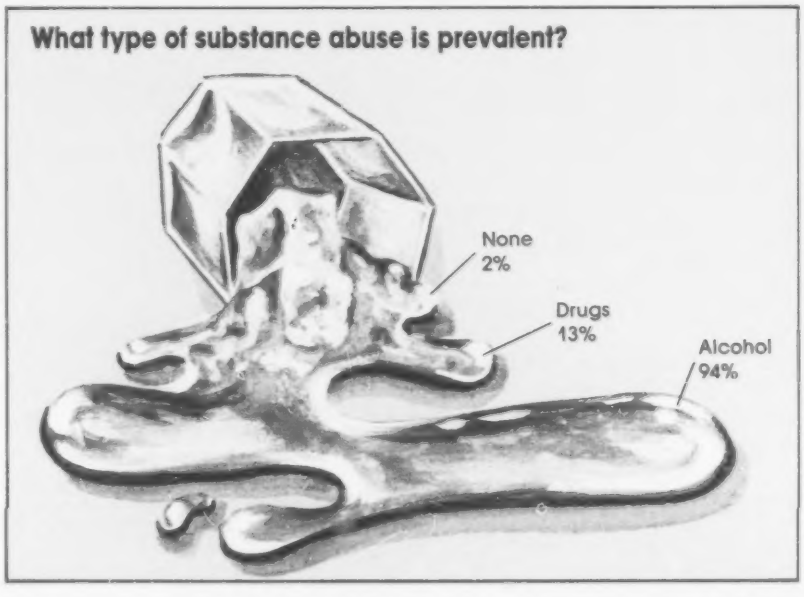
"Some of the things we tell municipal supervisors to look for in a chemically addicted employee include a sudden inability to get along with coworkers," says Lyndon Storm, Palmyra's employee-assistance program (EAP) director, "deteriorating performance on the job, increasing tardiness and absenteeism on Mondays and Fridays, and perhaps cashing a check on pay day and never coming back."

"We provide our employees with a one-shot chance at rehabilitation," says city Personnel Director Bruce Townsend. "We tell them, 'We'll stick with you, but you have got to help us to help you.'" The policy also requires pre-employment alcohol- and drug-screening tests, and annual testing of police officers, firefighters and transit bus drivers.

"We did not establish this program to persecute anyone," Townsend says, "but to provide a drug-free work place."

Last month, *American City & County* reported some of the results of an exclusive four-month survey of 100 randomly selected cities on drug and alcohol addiction among municipal workers. While 56 percent report only a slight substance-abuse problem, 60 percent indicate a decline in productivity from addicted workers and 59 percent say these employees are prone to higher absenteeism. Alcoholism is the more common addiction (94 percent, compared with 13 percent for drug abuse and 10 percent for both).

Mandatory, pre-employment drug testing is not as common as EAPs and other counsel-



ILLUSTRATIONS BY BRIAN BUXTON

ing programs to fight substance abuse, according to the survey. While 42 percent have a specific substance-abuse counseling program, 75 percent do not require any sort of pre-employment or random screening.

An American Management Association (AMA) report said only 22 percent of governments surveyed test employees for narcotics. Though another 22 percent now are developing substance-testing programs, 52 percent are taking no official position on the issue at all.

"Unless the leadership in local government comes forward and confronts this issue, nothing will happen," says Carlton Turner, president of Psychiatric BioScience, South Plainfield, N.J., and former director of the White House Drug Abuse Policy Office. "Localities must acknowledge the damage drug abuse does not only to their work force but to society in general, and commit to a drug-free environment."

The AMA found only 21 percent of all private and public employers surveyed test for drugs. Among those who do not, 25 percent have a written substance-abuse policy in place, 24 percent are implementing one, but 46 percent have no policy or any plans for one on the drawing board. In the 1987 AMA Survey of Testing in the Workplace, 24.5 percent of AMA members contacted have initiated compulsory testing of all new employees. Eight percent test selected current employees.

When President Reagan placed drug-abuse prevention on the domestic agenda, drug-testing proposals began to receive more credibility. "For now, drug testing is more within the realm of rationality than it ever has been," says James August, a health and safety specialist for the American Federation of State, County and Municipal Employees. "When it comes to drug testing, the approach used to be 'Line everybody up and do it in a bottle.' Now when the question arises, the employer at least has the chance to develop a safe, reliable, confidential program."

Nonetheless, many organizations unequivocally oppose drug testing in any fashion, regardless of what sector it is in. Both the American Medical Association and the American Association for the Advancement of Science have called drug testing "chemical McCarthyism." The American Civil Liberties Union (ACLU) has called it "a window into the private lives" of employees and ACLU's Loren Siegel says the organization has a stronger legal argument to oppose drug testing in the public sector.

On Sept. 15, 1986, the president issued an executive order calling for testing as many as 1.2 million federal employees. But in the recent case of *The Railway Labor Executives Association vs. Burnley*, a federal appellate court in California ruled federal railroad workers could not be tested for foreign substances after an accident without some other evidence of alcohol or drug use. "The courts have made it very clear that random testing, without reasonable suspicion, is a violation of a public employee's constitutional rights," says Siegel.

Elgin, Ill., requires mandatory, pre-

Implementing a Fair Testing Program

Drug testing. Those two words have become so emotionally charged that, as with many controversial issues, misinformation and fear surround the applications of drug-testing technology.

Everyone has heard at least one horror story about someone losing their job, false positive tests and individuals put into embarrassing situations when being asked for urine samples. While all doubts regarding testing may not be satisfied, proper safeguards can be implemented.

Is drug testing legal? Yes, if it does not violate employee rights. Drug-testing programs should be properly justified and planned, and implemented fairly. Several issues must be considered when evaluating a drug-testing program.

Will an employee's privacy be protected during the time the sample is provided? There is general agreement that a witnessed sample is not necessary. If handled in a thoughtful manner, providing a urine sample need not be embarrassing. Guidelines developed for the U.S. Department of Health and Human Services provide adequate privacy, but allow the employer to be reasonably certain the sample will not be tampered with during the collection process.

Different measures include designating a secure facility solely for collecting samples, and adding bluing agents to toilet tanks to deter diluting samples. The freshness of a sample can be verified by checking the sample's color, pH level and specific gravity. These measures allow employees to provide samples in the privacy of a restroom stall.

How will an employee's name be associated with the sample provided? Most systems use code numbers applied to the sample so as not to reveal the employee's name to the testers and other sample handlers. The employer should make certain the number assigned to an employee is kept confidential, and that there is an adequate chain of custody to prevent sample tampering once it leaves their possession.

Most programs require the employee to list any medication being taken, since a few drugs can interfere with the tests, and because certain other abusable drugs, such as codeine, also may be present due to treatment for some medical condition.

Some testing programs take such a list and seal it in an envelope to be opened only if the test is positive, and then only by the individual needing to know. Other programs keep this information confidential as part of the employee's medical record.

How will the results of the tests be handled? The results should be communicated from the lab to the employer in writing — not by telephone. Furthermore, the results should only be communicated to that individual or those few other individuals who need to know the results. In some cases, that individual is the medical officer, in others the head of the personnel department.

Drug testing is an important mechanism for employers to detect and deter drug use. Despite rumors to the contrary, drug testing done in accordance with the manufacturer's recommended procedures is accurate and reliable. Testing has withstood the test of time and numerous court challenges. Utilizing an immunoassay test with a second test such as gas chromatography with mass spectrometry, which confirms positive immunoassay results, virtually eliminates any possibility of a false positive result.

Employees have rights that should be heeded during any testing program. Employees have a right to a fair program, implemented in response to a demonstrated need. They have the right to expect the urine sample will not be mixed up with someone else's, and that information about a particular sample will be handled confidentially. They have the right to expect the laboratory testing the sample is a quality lab with state-of-the-art initial and confirmatory testing methods.

Most of all, employees have the right to feel confident that a program will balance reasonable expectations of privacy with their right to perform their job in a drug-free and safe environment. □

Kim Kelly is manager of medical affairs of Syva Co., Palo Alto, Calif., and clinical professor of medicine and pharmacology at the University of Missouri School of Medicine.

employment testing for most city workers. Jenny Schurring, personnel director for the city, says everyone except department heads and first-line supervisors are covered under the provision. "We first contracted for pre-employment testing for police and fire personnel," she says. "When we negotiated a new contract for our employees with the local unions, we decided to include testing for all contracted employees.

"Our Legal Department has instructed us that as long as we advertise mandatory testing in advance as a hiring requirement, we are within our legal rights," she says. Some local officials are not as apprehensive about the legal ramifications of mandatory testing as they used to be. "The legal implications of drug testing are much clearer than they were a year ago," says James Hanson, city manager of LaGrange, Ga. "A lot of people now are scrambling to come up with programs."

Some cities only recently have put into writing those policies and procedures they have followed for several years. Moline, Ill., drafted a drug-screening policy in early 1987, even though, according to City Administrator William Tallman, the city had tested police- and fire-department personnel for drugs since 1983.

"We had only a moderate problem with substance abuse, with alcohol more prevalent," Tallman says. "This program has been very effective, and, so far, we have had no lawsuits filed against us."

Some cities test employees for probable cause if job performance decreases, or if the employee displays symptoms of substance addiction. But Tallman cautions local governments to consult local unions when adding such a clause to a contract. He says municipalities should be aware of any state statuatory or common-law limitations against random, unannounced testing.

"Under our EAP, we require pre-employment testing," says Jim Francis, assistant city manager for Dayton, Ohio. "Then, later, if there is evidence of an addiction problem, we will re-test the employee." Some programs also consult the employee's family. Francis says, "We make a practice of bringing the family in to help them through this trying situation."

Difficult situations can develop when cities or counties try establishing a drug-testing program for their workers. The threat of costly lawsuits and a fear of violating an employee's constitutional rights to privacy may cause some local officials to shy away from the issue. But Turner says most organizations are supportive of any method that not only combats substance abuse but protects the public as well.

"I have never seen a labor leader yet who wanted an alcoholic or drug addict behind the wheel of a truck," Turner says. "The labor sector has not gotten a fair shake concerning its position on substance testing. The best way to set up a program is to first use the resources available from the local police department. In the case of an accident, the program can determine the accident resulted from an honest human error, and was not drug or alcohol related.

"Establish an 800 number for the general population at large, where people can call anonymously, and invite employees who know of a problem to call that number," he says. The National Institute on Drug Abuse created the Drug-Free Workplace Helpline in December 1986. According to Helpline operator Auraham Forman, staffers talk with callers about drug testing, the use of EAPs to help employees who use drugs, and various approaches to education and prevention of drug abuse in the work place.

"People don't come to work with the idea of performing poorly."

"Although we don't break down the number of callers into members of the public and private sector statistically, we have had a great many municipal employers use this service," Forman says. "Various department heads and clerks, town and city managers have called. Our perception is those municipal officials who call the Helpline are individuals running departments and are concerned with safety issues, such as operating a power or water plant."

When instituting a drug-testing program, Turner stresses choosing a well-respected laboratory. "Most importantly, contract with a good lab that is security conscious," he says. "A lab that has a lot of people walking in and out won't work. Somebody is sure to sue and tell the lab and the government to prove a particular sample wasn't doctored."

Due to advancements in substance-testing technology, questions of reliability should be put to rest, says Kim Kelly, manager of medical affairs for Syva, Palo Alto, Calif., a manufacturer of drug-testing equipment. "The way lab testing is done today, it is very accurate and reliable," he says. "The facts presented in scientific literature are very strong; the accuracy of these tests is well over 99 percent. In cases where the second test confirms the initial one, it approaches 100 percent."

Some do not share Kelly's confidence in the procedure's accuracy or reliability. The ACLU objects to urinalysis because it tells nothing about the employee's ability to perform on the job. "The only thing urinalysis does is indicate some trace of a chemical the person has ingested at some time in the past," Siegel says. "It does not measure an individual's ability to perform on the job. By the time it reaches the urine, it already has passed through the brain, and has no effect on the individual at all."

During a climate of financial uncertainty, most municipal budget managers may look at whether a drug-testing program or EAP requires a long-term financial requirement. Dr. Michael Langley of the Center for Psychological and Counseling Services, Smyrna, Ga., says an EAP "is not a lifetime commitment.

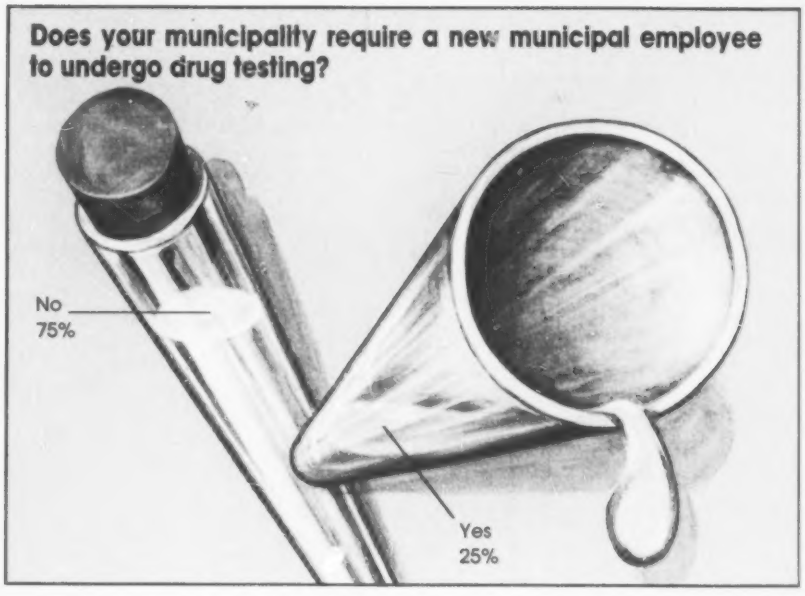
"Employee use of an EAP likely peaks between five to seven years," he says. "In the first or second year of an EAP, only about 1 to 3 percent of the employee population will utilize its services. At its full operational base, between 9 and 9½ percent will use it. One community in Alabama has the oldest EAP in the state, and it almost was canceled after its first year. In the early part of this decade, its utilization rate was about 9.5 percent. Now it is down to between 5 and 6 percent."

American City & County found 58 percent of those cities with an EAP rate it moderately successful, while 37 percent say "very effective." Because of smaller budgets and fewer employees, most cities with less than 500 workers have no EAP, but after that, there is no clear trend between work-force size and whether an EAP is available. Of those cities with less than 500 workers, 22 percent provide an EAP and 36 percent have a specific substance-abuse program. Fifty-eight percent of these cities say their program is moderately effective.

"It is not surprising many smaller cities have no EAP," says Barbara Barewin-Riley, EAP director for Evanston, Ill. "But the overall cost of a troubled employee is a lot higher. Our program took years in the making. We did some pilot studies in a few departments, and now are able to return to the employees direct and indirect costs.

"People don't come to work with the idea of performing poorly," she says. "Most people want to do a good job."

Fifty percent of cities surveyed with between 500 and 999 employees have substance-abuse counseling programs, and 28 percent have EAPs. More cities in this category (57 percent) rate their programs very effective. Only 6 percent of cities with between 1,000 and 1,999 workers have no employee-help pro-



gram, with 47 percent having substance-abuse programs and 47 percent having general EAPs. Sixty-nine percent say these programs are moderately effective at best.

Of the 19 cities surveyed with more than 2,000 employees, 42 percent provide substance-abuse counseling, 26 percent budget for EAPs, but 32 percent offer no sort of aid to troubl employees at all. Of those cities w ... programs, 69 percent rate them moderately successful. Kermit Francis, city clerk for Pasadena, Calif., has conducted substance-abuse workshops for several area universities, and says those returning to work are not as productive as they were before the addiction began.

"The productivity of the employee who has just returned to work after rehabilitation may drop to around 80 or 85 percent," says Francis. "But organizationally, EAPs have a positive effect on the attitudes of other employees. The productivity of the total organization may increase as the assistance programs increase."

Phoenix, Ariz., adopted a formal EAP and substance-abuse policy last June, and Personnel Director Carlos Arauz says he has witnessed an increase in the program's number of referrals. "A big plus under the program is the fact it is confidential," says Arauz, who chaired the city's Substance Abuse Task Force. "When the president developed his national drug-abuse policies, we felt it was time to develop our own. We do not have a punitive problem. Only about 20 percent of the EAP's referrals deal with substance abuse and most of these deal with alcoholism.

"Our statistics indicate we are in the norm as far as the national average goes," he says. "In fact, the Southwest is a little more conservative in these areas."

Phoenix's policy was developed over several months. The task force consisted of employees from all levels of city governments, including union representation. Arauz says the policy emphasizes employee education and rehabilitation. Testing for foreign substances is used only when there is reason to believe the employee is under the influence.

Richmond, Va., has a $67,000 EAP in place. "The employees who work for the city mirror the community," says City Manager Robert Bobb. "Substance abuse eventually is going to find its way into the work place. There are several reasons why we implemented this program. First, more than 80 percent of our total budget is allocated for salaries and benefits; we have a tremendous investment in our employees. Secondly, we have a commitment to our employees to provide help, confidentially, if they need it.

"Finally, we have a major responsibility to protect the public from unnecessary risks and liability issues," he says. "We have to do everything in our power to ensure that employees working in high-risk or high-responsibility jobs are substance free, and do not endanger the public." High-risk jobs might be associated with police and fire departments, but, as Forman says, many cities are concerned with employees operating water or electrical utilities.

The Los Angeles Department of Water and Power (LADWP) employs a quarter of all the city's municipal workers, and more than 70 percent of those 11,000 employees work in the field. As the only department in the city with its own separate policy and program, it also was one of the first utilities in the nation to establish its own Trauma Response Program, with its motto being "Fitness for Duty."

"We developed a very strong policy through negotiating with the five major unions that represent our employees," says Beverly King of the city's Department of Human Resources. "The program is oriented toward the rehabilitation of the employee. You don't hire highly trained personnel that can run a steam plant just off the street. So far, the overall rehab rate reaches 70 percent. Of this, 40 percent have been rehabilitated from substance abuse other than alcohol. It has had a very positive effect on deterring the abuse of drugs or alcohol, and moving toward a substance-free environment."

Supervisors in the department have received six to 15 hours of training on recognizing drug- or alcohol-addiction symptoms. In conjunction with the Los Angeles Police Department, several people in the LADWP have had even more extensive drug and alcohol training.

When an accident occurs, the employee is tested for a foreign substance. If the first test is positive, the employee is removed from the job and placed on leave. If the second test confirms the employee was under the influence, he or she is suspended and mandatorily referred to the EAP for counseling and rehabilitation. Should the employee refuse to be tested, the assumption is the person was under the influence.

"We began testing in 1985, and, initially, the unions were concerned about maintaining the confidentiality and integrity of the samples," King says. "But they have been extremely supportive of this program."

King acknowledges not all employees have been rehabilitated successfully; between 50 and 60 have been terminated. If this *American City & County* survey demonstrates nothing else, it shows municipal workers are subject to the same stresses and temptations as everyone else.

"Although it would be pleasant to assume that all employees never break the law, or report to work under the influence of alcohol or a controlled substance, such an 'ostrich-like' approach ignores the fact that substance abuse is a major health problem," according to Albany's substance-abuse policy. Though the methods used to combat drug and alcohol addiction in the public work place may differ, there is a clear and common objective — a safe and healthy work environment for all. □

Additional research was provided by Venè Franco and Susan James, editorial assistants for **American City & County.**

MUNICIPAL COST INDEXES

The U.S. Bureau of Labor Statistics recently has changed the base year for calculating its indexes from 1967 to 1982. In an effort to measure market changes as currently and accurately as possible, *American City & County* will base its indexes on 1982 calculations beginning in this issue.

Though the "Last Month" and "Last Year" figures in the "At-A-Glance Changes" section reflect 1967 calculations, percent changes from last month and last year have been adjusted to compensate for the difference.

For example, the **Municipal Cost Index**, on a 1982 base year, is 112.8 for April. This represents a 0.2-percent increase from last month's 353.6 reading, with a 1967 base year.

— Compiled by Tim Darnell

THIS MONTH'S MARKETBASKET

	Current Index	Percent Change From: Last Month	Last Year
Air Conditioners	110.8	0.5	1.8
Apparel	109.2	0.1	0.6
Asphalt Roofing	94.5	-1.4	2.7
Chemicals, Industrial	99.3	1.3	7.9
Coal	94.7	-0.6	-5.4
Concrete Products	109.6	0.2	0.2
Construction Machinery	110.6	0.7	2.7
Diesel Fuel	54.6	-5.4	8.5
Electric Components	115.8	-0.2	0.4
Electric Lamps	121.4	-0.1	0.7
Electric Power	109.0	-0.5	0.6
Engines, I.C.	110.3	0.5	1.8
Fans, Blowers	113.1	0.8	2.4
Fertilizers, Mixed	103.1	1.5	14.3
Floor Coverings	112.3	0.6	2.2
Flow Instruments	115.7	0.9	2.4
Footwear	112.7	0.9	4.4
Foundry Products	107.1	0.5	1.7
Fuel Oil No. 2	55.5	-4.1	4.9
Furniture	121.2	0.8	3.7
Gasoline	53.8	-5.6	3.7
Generator Sets	118.0	0.3	3.6
Glass	108.3	-1.1	2.7
Glass Containers	112.6	0.1	0.1
Gypsum Products	120.5	-0.7	-10.0
Hardware	111.4	0.4	2.7
Heating Equipment	115.6	1.2	0.3
HVAC Controls	114.0	0.4	0.7
LP Gas	54.9	-6.8	10.2
Lubricants	102.1	4.4	5.5
Lumber	131.6	-0.1	8.0
Metal Fabrications	109.5	0.7	5.7
Millwork	119.6	0.2	4.3
Motor Vehicle Parts	106.4	0.1	2.3
Mowers	113.1	0.3	1.4
Natural Gas	78.5	0.8	-2.5
Office Machines	105.9	0.5	2.9
Paint	111.0	2.0	7.1
Paper	118.1	3.0	7.5
Passenger Cars	112.3	-0.4	-3.3
Plumbing Fixtures	121.8	0.2	4.8
Plywood	105.6	1.3	5.1
Portland Cement	103.4	1.2	1.4
Residual Fuel	45.8	-7.8	2.0
Sand, Gravel	120.3	1.4	3.4
Sanitary Papers	109.0	0.2	0.6
Soaps, Detergents	111.4	0.1	3.1
Sporting Goods	104.8	1.1	3.8
Steel Mill Products	107.3	0.9	6.6
Struc. Clay Products	123.2	0.5	3.0
Switchgear	118.5	0.5	1.6
Tires, Tubes	92.9	0.9	1.6
Transformers	106.8	-2.6	0.1
Trucks	110.8	-0.2	-2.9
Valves	110.6	0.7	2.8
Wire, Cable	133.4	8.3	31.7
Wiring Devices	121.1	0.6	3.2

At-A-Glance Changes

MUNICIPAL COST INDEX

Last Year 342.7 — Last Month 353.6 — This Month 112.8

Percent Change From Last: Month **0.2** Year **3.4**

CONSTRUCTION COST INDEX

Last Year 379.7 — Last Month 389.3 — This Month 116.4

Percent Change From Last: Month **0.1** Year **2.6**

CONSUMER PRICE INDEX (BLS)

Last Year 331.1 — Last Month 345.7 — This Month 115.7

Percent Change From Last: Month **0.3** Year **4.7**

PRODUCER PRICE INDEX (BLS)

Last Year 300.9 — Last Month 311.9 — This Month 104.5

Percent Change From Last: Month **0.3** Year **3.9**

These figures are calculated on a base year of 1982.

QUARTERLY MUNICIPAL TRENDS

	Current Level	Percent Change From: Last Qtr.	Last Year
Receipts	657.6B	1.0	5.0
Federal Grants	103.5B	-2.4	-5.5
Durable Purchases	27.8B	3.0	11.6
Consumables	44.6B	3.5	16.7
Services	413.1B	2.1	8.2
Structures	61.4B	-2.1	-1.8
Salaries, Wages	325.6B	1.8	7.8
Surplus	87.5B	2.9	10.0
Employment	14.280M	0.3	1.8